



DEPARTMENT OF THE NAVY

OFFICE OF THE SECRETARY
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WASHINGTON, D.C. 20350-1000

OCT 7 2004

NATIONAL NAVAL RESERVE POLICY BOARD

From: Chairman, National Naval Reserve Policy Board (NNRPB)
To: Assistant Secretary of the Navy (Manpower and Reserve Affairs)

Subj: REPORT OF THE 2004 SECRETARY OF THE NAVY'S NATIONAL NAVAL RESERVE POLICY BOARD

Ref: (a) SECNAVINST 5420.17K

Encl: (1) Policy Issues Considered

1. Per reference (a), the 2004 National Naval Reserve Policy Board (NNRPB) met to consider action on issues forwarded by the Commander Naval Reserve Force (CNRF) Policy Board, review outstanding issues, and consider policies that hinder the transformation and seamless integration of the Navy-Marine Corps Team. The results of the Board's deliberations are forwarded as Enclosure (1).

2. From 20-24 September 2004, the Board met in Washington DC to consider policy issues and identify strategic issues that warrant further discussion and focus in FY 2005. The Board received presentations on Program 9 initiatives, Zero Based Review, BRAC, DoD Transformation, and Homeland Defense. The Board also received briefs from VADM Cotton on the direction of the Navy Reserves and from RADM John Stuffelebeem on Current Operations issues facing the Navy. Additionally the Board selected two new members out of 168 applications submitted through the electronic application process. The board said farewell to RADM Elizabeth Morris, CDR Robert Carey, CDR Robert Henke, LCDR Mike Shaklik, and PNCM(SW) David Rudd. The Board considered one item forwarded from COMNAVRESFOR Policy Board, and had significant discussion concerning strategic issues facing the Navy in FY 2005. The one issue was forwarded from the CNRF Policy Board for appropriate recommendation, as follows:

a. Per Diem Payment for Reservist Serving AT Orders when Government Quarters and Messing are Available.

(1) **Discussion:** Under current Joint Federal Travel Regulation (JFTR) provisions, Reservists performing annual training (AT) are not entitled to receive partial per diem when both Government Quarters and Government messing are available while Active Component members performing the same duty in a temporary active duty (TAD) or temporary duty (TDY) status are entitled to partial per diem.

(2) **Resolution:** The Board recommends DoD Per Diem, Travel and Transportation Committee make changes to JFTR U7150-Alc authorizing the payment of partial per diem to Reserve Component members performing AT, when both Government quarters and Government messing are available, will align benefits for Reserve Component members with those currently received by members of the Active Component.

3. The Board also identified several issues that require additional focus and analysis. These include:

a. **Title X Revision** - To construct the future Total Force vision a comprehensive revision of the governing laws and policies is necessary. Title 10 USC has been revised "piece-meal" over the last decade in order to meet the

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changing paradigm of Reserve integration/utilization. The cumulative effect of these interim changes has created a "chutes and ladders" approach to Reserve administration, utilization and entitlements. The Board will review and evaluate sections of 10USC and provide recommendation for change to DASN (RA) by May 2005.

b. **Establish plan for "Temporary Commissions" for certain personnel possessing special skills** - SELRES are increasingly being tapped - including while mobilized - for their unique civilian skills. We expect this trend to grow exponentially and become accepted policy as it now has a favorable JAG ruling (only precludes hiring to do work ordinarily performed by a contractor and the use of government defined proprietary information in the performance of duties). Doing so creates pay inequities (e.g. an E5 mobbed and deployed to Iraq where he was tapped to employ his City Manager skills, but was paid as an E5 vice being paid an amount commensurate with the actual job performed.) We request CNP develop a plan to update the program authorizing temporary commissions consistent with the authority provided in Title 10, Chapter 35, Section 603 so that personnel can serve, have the authority of, and be paid at the rank appropriate to the job being performed.

c. **Solicit JCS (J-1) for a Joint Assessment of Requirements and Capabilities** - There is a need to identify and validate Joint and Emergent requirements as well as Navy requirements such that timely training can be provided to support Navy, Joint and Emergent missions.

(1) **Discussion:** During FY04, Fleet Forces Command (FFC) performed a Zero Based Review (ZBR) of capabilities relative to Navy requirements affecting its Reserve Component. The results of that study have been approved by CNO and will be enacted by the appropriate resource sponsors and claimants in FY06 and out. However, more than 4,000 requirements were not studied because they are part of Joint commands. The ZBR process as executed for Navy/Naval Reserve capabilities is not appropriate for Joint requirements since the total workload of a Joint command is shared among several Services' Active and Reserve Components. Studying Navy requirements for its Reserve Component in isolation of the total requirements will not provide sufficient information to make valid assessments for a Joint command. Fleet Forces Command (N7) will assign Navy Mission Essential Task Lists (NMETLS) and match to capabilities (Jan. '05). METLS form the basis upon which individual skills objects are assigned. Skill objects define individual training requirements under Sea Warrior using the Five Vector Model. Concurrent with this effort, sourcing of certain Combat Support (CS) and Combat Services Support (CSS) missions for OIF 4 and beyond is blurring the lines between service components.

(2) **Resolution:** Recommend that a ZBR-like study be performed for Joint requirements to determine appropriate capability matches for service components. In addition, CS and CSS missions currently sourced only by Army should be reviewed for other sourcing options by other services, or possible Joint Provisional Reserve units. Agent for this study will be determined by JCS. Products from this study may be revised Joint Tables of Mobilization Distribution (JTMD) for joint commands.

d. **Limitations On Reserve Active Duty Days**

(1) **Discussion:** Chief of Navy Reserves indicated that the Navy is pursuing legislative changes to reduce the different types of active and inactive duty orders to simply active duty and inactive duty. However, such a

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change to Title 10, if proposed by DOD, will probably require a ULB process that will next be available with the FY07 Budget submission. The earliest that legislation would be enacted under such a timeline would be fall of 2007.

In the intervening time, however, the service Reserve Components will still be subject to the Reserve utilization limitations of SECNAVINST 1001.33C ("Uniform Training and Retirement Categories of the Department of Navy Reserve Components," 4 Sep 02, with 10 Dec 02 change 1), which limits Reservists to:


- 179 aggregate days ADSW in a single fiscal year without service Personnel Chief waiver
- 29 aggregate days ADT in a fiscal year (except for ADT - Schools) without service Reserve Component Commander waiver.
- 29 days aggregate days AT in a fiscal year, with no waiver allowed.

These limitations are more restrictive than those required by law (10 USC Sec 10147(a) and (b)) and of applicable DOD Directive (1215.6, 1215.13 and 1215.18).

(2) **Resolution:** Recommend Navy pursue a legislative change proposal as soon as possible outside of the ULB process to expedite the desired changes. In the interim, review and revise SECNAVINST 1001.33C using the attached text as a starting point.

4. The Board collaborated with the Marine Corps Policy Board on the continuing Program 9 (8404) challenges. The collaboration facilitated a greater understanding of the Navy process, its system time constraints, and associated training requirements.

5. The Board worked on proposed changes to the SECNAVINST 5420.17 that would alter the membership composition of the Board. Additionally, the Board reviewed a draft Standard Operating Procedures (SOP) designed to delineate Board operations and processes.


for Stanton Thompson
Rear Admiral
U. S. Naval Reserve

ITEM: 2004-07

Subject: Reservists not entitled to per diem while on annual training (AT) when government messing and berthing are available -double standard as compared to active duty personnel.

Brief Synopsis of Subject: The originator, NAVSEA Reserve Programs, indicates the Joint Federal Travel Regulations (JFTR) creates a "double standard" because active duty personnel receive per diem, or partial per diem, when performing temporary duty (TDY/TAD) while Reservists performing AT are not entitled to per diem if both Government quarters and messing are available. They recommend the NNRPB review the subject and forward it to SECNAV in order "to lobby to get the JFTR (law) changed so the Reservist is not financially liable for the cost of conducting AT." The submission was reviewed and forwarded by the COMNAVRESFOR Policy Board.

References: a) JFTR, Par. U7150-A1c
b) NAVADMIN/092209ZDEC97

Active duty personnel receive per diem when TAD/TDY because they are detached from their permanent home station and per diem helps defray the excess costs associated with official travel. They also receive \$3.00/day for incidental expenses such as laundry costs when TAD/TDY regardless of whether government housing and messing are available. The JFTR provides that members of Reserve Components called (or ordered) to active duty are not entitled to per diem while performing annual training (AT) when both Government quarters (other than temporary lodging facilities) and Government mess are available (JFTR, Par. U7150-A1C (1)). Reservists on AT, however, always receive full per diem when Government quarters and Government mess are not available. Furthermore, like their active duty counterparts, all Reservists receive BAS during all periods of active duty status regardless of whether Government facilities are available or not.

Historically, the Reserve Components have regarded performance of annual AT by a Reservist as a form of "permanent assignment" required by their reserve billet. As a general rule AT has not been considered a form of temporary duty assignment (like TAD/TDY) requiring the payment of per diem. If Government quarters and Government mess are available at their duty station, Reservists are considered to be provided with a full benefit and thus not entitled to per diem during their AT period. In short, the position of the Reserve Components has been there is no need to provide payment for housing and messing to Reserve personnel who do not incur such expenses on AT when the government is providing for both.

NNRPB Recommendation: The Board recommends DoD Per Diem, Travel and Transportation Committee make changes to JFTR U7150-A1c authorizing the payment of partial per diem to Reserve Component members performing AT, when both Government quarters and Government messing are available, will align benefits for Reserve Component members with those currently received by members of the Active Component.

Enclosure (1)